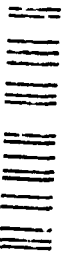
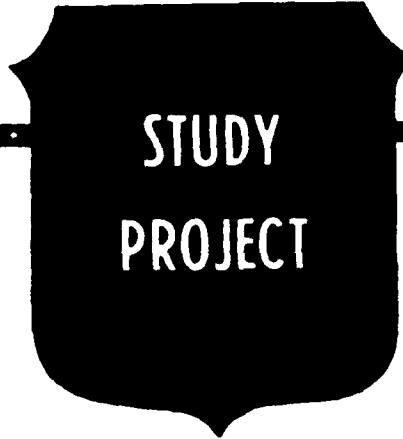


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BASE CLOSURE: A ROAD MAP FOR COMPLETION

BY

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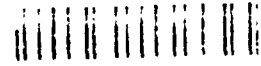
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BASE CLOSURE: A ROAD MAP FOR COMPLETION

A GROUP STUDY PROJECT

by

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 22 March 1991

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ABSTRACT

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Base closure will remain an important issue in the Army's future. As we redefine our national strategy in light of the changing threat environment, adjustments in force structure and corresponding base structure are inevitable. Because of their economic impact, base closures will also receive great attention in the media and in the political arena. Commanders of closing bases will be under great scrutiny to perform closure efficiently and effectively, while preserving good relations with the local community. This project presents base closure from the perspective of the base commander; it emphasizes those tasks that he must accomplish to assure a successful closure. A narrative account and a useful checklist detailing the complexities of closure are included, along with management tools such as matrices and milestone charts.

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PREFACE

This document seeks to provide assistance to commanders who are tasked with conducting a base closure. We acknowledge that each closure will be different, but we also know that certain issues will surface in all closures. We have attempted to cover these issues. In addition, our experiences reveal that the vast majority of base commanders are also unit commanders with dual responsibilities. This document will save the commander time and effort as the closure process begins and throughout its cycle.

We also wish to acknowledge several staff sections at various echelons for their complete cooperation, valued guidance, and generous gifts of time for interviews and reviews of our drafts. We certainly could not have produced as useful a document without their kind assistance. Our deepest gratitude is extended to:

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INTRODUCTION

This document and the attached checklist are designed to serve as a primer for commanders who have been designated to close U.S. Army bases. It is not intended to replace existing regulations or references that provide necessary and detailed information on base closures. However, it should complement these documents. Most importantly, it provides the base commander with organized and sequenced recommendations of actions to consider when closing or realigning a base. Further, it will refer commanders to documents providing more detailed instruction on exceptional actions. Of course, each closure will present its own set of circumstances, so no document can provide all the answers.

Background

Public Law 100-526, Defense Authorization Amendments and Base Closure and Realignment Act, required the Secretary of Defense (SECDEF) to appoint a commission to review military base locations and recommend appropriate bases for closure or realignment.¹ On 29 December 1988, the Commission delivered its final report to the SECDEF. The Secretary subsequently approved and forwarded the report to Congress on 5 January 1989. The report and its recommendations thus became subject to the provisions of Public Law 100-526.

Although a myriad of other recommendations may well have surfaced in the report, the Public Law represents the best judgments of the Commission following its review of military bases inside the United States, including those under construction and those planned for construction. The scope and nature of the Commission's recommendations thus reflect current and future requirements of the military services. Changes in force structure and threat

Advocate (SJA) becomes the staff leader in this area. In all cases, the closure action must be fully coordinated with both the host nation and U.S. channels. As the requirements and circumstances differ from country to country, HQDA has established specific guidance for closure actions in each foreign country. This study is focused primarily on Continental United States (CONUS) bases; however, OCONUS base commanders will find that most of the information contained herein will be useful to them as well.

Notes

The term "base" is used generically to denote installation, post, camp, and station throughout this study. The term "unit" is used to refer to either Table of Distribution and Allowances (TDA) units or Table of Organization and Equipment (TOE) units. References to the male gender should be considered equally applicable to and representative of female commanders or staff charged with the same mission.

CLOSURE PLANNING

The Army Base Realignment and Closure (BRAC) Execution Plan, dated 26 March 1990, sets forth the Army plan for executing the closure of Army bases and disposal of Army property under Public Law 100-526. Upon receipt of notification of selection of a base for closure, a commander must immediately confirm the order for closure, establish a timeframe for closure, and identify points of contact at higher headquarters.

Following initial review of the closure order, the commander must identify what assets/facilities will remain operational or partly operational and what facilities will close. He must consider which facilities will be

utilized by reserve component activities and identify those used by tenant activities that may not be present on a regular basis. Further, the commander must identify designated new locations for those units or activities that will remain in an active status.

Closure Announcement

The commander should quickly establish a point of contact list, especially for major Army command (MACOM)/higher headquarters, to include the Department of the Army (DA). The list should identify those key individuals responsible for providing assistance to the closing base and those who will be available for the duration of the actual closing.

Then the commander should announce closure to the base tenants and the local community or communities. This announcement should be planned carefully; the base Public Affairs Officer (PAO) should fully participate in the planning and should coordinate announcement activities. The PAO should prepare written press releases on the base closure for the commander's review and approval. If there is no assigned PAO, the commander must secure PAO assistance from his higher headquarters.

Closure notification must be made at the earliest possible date. All closure information must be correct, even though later changes are inevitable. The base commander should personally brief the tenant commanders and local civilian leadership. At the same time, he should issue written press releases. Selected senior leaders from the base should be briefed separately from key community leaders. A small group of community leaders should be formally briefed: mayors, chiefs of police, representatives of the Chamber of Commerce, union representatives, school superintendents, and others. Then the community at large should be briefed in a "town meeting" context. Again the

commander must ensure that all information is timely and correct to the best of his knowledge. Time spent with community leaders provides an excellent opportunity for the commander to ensure his involvement on a facility reuse committee.

In all announcements and closure-related actions, the commander must be sensitive to the concerns of the people, truthful to the nature of the issues, and timely in his execution.

BUILDING THE CLOSURE TEAM

The commander has now confirmed the closure order and identified his operational points-of-contact at his higher headquarters. Next, he should plan the sequence of actions that will close the base and designate persons to assume responsibility for each action. Planning should begin at a macro-level, then details should be worked out as they arise. An effective and easy first step is to develop a "Who's There Matrix" (see Figure 1). This document simply identifies all units involved in the closure, offers a one or two word description of their closure function, identifies their parent unit (for support), and indicates what happens to this unit. Such an early recognition of all units will also ensure the immediate involvement of the tenant units. In simple terms, the matrix defines the major actions the commander must oversee, and it indicates which units are responsible for carrying out given actions.

Team Organization

The commander should now form his closure team. Team composition will vary with each base, as will functions to be terminated or transferred. But

in all cases certain core members are essential. Using the "Who's There Matrix," the commander can assess the major tasks before him and select the functional representatives to complete the missions. The commander must identify and work to retain key people early. Failure to do so can cause problems in any functional area. Team members should be carefully selected; members should include DA civilians, selected military representatives, and the commander himself.³ They must be individuals who are capable of handling crisis situations. They should possess technical competence, organizational orientation, sensitivity to people, and a willingness to accept change. Retention of team members, particularly civilians, will require special attention; their efforts must be totally dedicated to the closure. The commander must personally assure that his prospective team members are settled prior to beginning the closure functions. As closure progresses, team members must be excused from their normal duties to enable them to focus completely on their respective functional areas and their role in closure. As key members of the commander's closure team, they will participate in all in-process-reviews (IPRs) and closure decisions. Their major tasks will be:

- 1) Keeping objectives well-defined and simple,
- 2) Keeping milestone schedules updated and accurate,
- 3) Meeting established milestones,
- 4) Providing suggestions on closure sequences and actions, and
- 5) Keeping all persons in functional areas aware of closure responsibilities while maintaining routine service.

Meanwhile, the commander's relationship to team members must include, but not be limited to:

- 1) openness to team members' suggestions and functional expertise,
- 2) confidence in team members' abilities,

- 3) immediate updates for team members on closure changes, and
- 4) open access to team members for providing closure decisions.

Team Composition and Selection

As mentioned previously, team composition will vary from one base to another. However, certain functional areas must be represented to assist the commander or his deputy in completing the closure in an effective, efficient, and legal manner. For these reasons, we suggest that a core team be established to effect the closure from start to finish. Supplemental members can be added as required. The core team must be small enough to function smoothly and operate as a corporate body, but large enough to perform and oversee all taskings. A suggested structure should include but not be limited to the following:⁴

Team Chief - Resource Manager

Members - Public Affairs Officer

Engineer

Logistician (DOL)

Staff Judge Advocate

Director, Personnel & Community Activities

Civilian Personnel Officer

Environmental Coordinator

Contracting (DOC)

Supplemental Members - Transportation Officer

Adjutant General

Director of Information Management

Post Exchange/Commissary representatives

Other tenants

All team members will have an equal voice in closure matters. A team chief should be identified to ensure that an audit trail of actions is maintained and to serve as a special chief of staff for all closure actions. If the base is large enough to support an additional position, the commander may elect to have his deputy or chief of staff serve on the closure team as the administrative lead. In any case, the commander should assure that backup personnel are available and prepared to assume duties of primary members if necessary.

Establishment of Ground Rules

The first step of the closure team is to determine how they will operate and what relationship they will hold with other agencies on base. These matters should be the commander's call; they will reflect his style of leadership and preference for doing business. These matters should be spelled out in the team's charter (see Figure 2). Once the team agrees on the methodology and goals of their mission, the charter should be posted throughout the base.

Servicing Agencies

In addition to its knowledge and expertise, the closure team will guarantee the commander that certain governmental agencies/programs will assist with closure actions. These agencies/programs may or may not be represented on post. In either case, they should be notified of the closure and alerted to the need for assistance. A few to consider are the following:

DRMO - Defense Reutilization and Marketing Office

VA - Veterans Administration

SHPO - State Historic Preservation Officers

DARSE - Department of the Army Relocation Services for Employees
HAP - Homeowners Assistance Program
GSA - General Services Administration
OEA - Office of Economic Adjustment
EAC - Economic Adjustment Committee

Starting The Process

With the closure team in place and the ground rules established, the commander can now commence actual closure. All directives should be issued using an operations order format. These orders should be simple, direct, and concise. No implementation can begin until the Record of Environmental Considerations (REC) has been filed.

The commander and his closure team must develop an execution list (see Figures 3 and 4 for examples) that clearly defines all actions, responsible proponents, and milestone dates. Closure orders should be issued in accordance with this list. Early development of this critical document will provide direction and a sense of timing to the work force. The closure team must participate heavily in the development of the list. They will chart the critical path the commander must follow to meet his closure deadlines. The milestones must be fair, realistic, and provide operational impetus and reasonable flexibility. This list will become the roadmap to final closure; it will provide the commander with a means to evaluate progress. Through the schedule, the commander must enforce adherence to established milestone dates as he resources actions of the team.

Early on, the team should also develop the "Community Support Matrix" (see Figure 5). This simple matrix details existing community support functions. It identifies who is currently responsible for that function and

who will provide the support as closure occurs.⁵ The Community Support Matrix can be as detailed as the commander deems necessary, but it must clearly define responsibility in critical areas: medical care, identification cards, pastoral care, banking services, school transfers, and others.

All closure functions rely on effective communication. As with any other military or civil mission, a variety of sub-actions occur at the same time. Yet the sensitivity and turbulence of closure makes effective communications even more essential. Thus, the commander must assess the ability of the closure team to communicate openly and effectively with the military and civilian communities, higher headquarters, support agencies, and tenant units. Successful closure depends on the cooperation, guidance, and support of these groups. Any failure to communicate clearly, completely, and in a timely manner could affect the entire mission. Poor communication could spawn conflicts among parties with personal or professional differences. Effective communication can assure reasonable cooperation among disparate parties involved in a difficult, potentially traumatic process.

Selection of the Critical Path

By this time, the commander has begun to collect a massive amount of supporting documents and paper. Since his primary function is to ensure total closure by the prescribed date, he must identify major milestones from which he can manage the process. These milestones can be extracted from the execution list. These major milestones are candidates for charting a critical path. Creating a PERT chart for closure is another excellent method of managing major milestones and will serve as a basis for future briefings.

The major actions comprising the proposed critical path must be agreed upon by the closure team, since these actions will become a measure of the

effectiveness of the team actions. The commander, upon approval of the proposed critical path, has accepted a sequenced plan that will serve as a major management tool for the entire closure process.

Having identified the critical path, the commander can now select the dates for his IPRs and place them in the milestone chart. These IPRs should be strategically placed to measure progress, yet they should be flexible enough to allow for reaction time if an action appears to be falling behind. The IPRs give the commander the opportunity to evaluate the process at given points and permit the essential re-enforcement of established milestones. The commander must hold to the approved schedule. Otherwise, he will create a "crunch" during the final months of closure, thereby creating extreme confusion for all concerned. Last minute crunches lend themselves to short-cut solutions which may have legal implications at a future date.

Finally, the base commander must carefully review all his plans to ensure he has identified adequate manpower for the residual mission. In all cases, worst case planning has its benefits. While the closure team should assist the commander in master planning, communication, and establishing goals and milestones, the commander himself must assure that adequate resources are available for proper base closure. He alone must foresee what can most likely go wrong as well as what should go right in this arduous process.

DOWNSIZING AN ORGANIZATION

The commander sets the tone for downsizing organizations; he can best do it in a caring but business-like manner. Unit readiness reporting for reorganized or inactivated units will involve special criteria detailed in AR 220-1, Unit Status Reporting.

The commander establishes priorities for standing down and appoints a sponsor for each unit. AR 55-113, Movement of Units within the Continental United States, delineates the procedures for unit moves. He should plan and closely monitor transfer of unit functions and responsibilities both on and off the base. Area basic support functions (such as criminal investigation or legal support for wills and powers of attorney, survivor assistance, and others covered by AR 5-9, Interservice Support: Installation Area Coordination) must be reorganized. Mobilization and training patterns will change as a base closes or realigns. Other agencies such as the Federal Bureau of Investigation (FBI), Border Patrol, police departments, National Aeronautical and Space Administration (NASA), and universities may be using weapons ranges, airfields, test equipment, training areas or other facilities. Care must be taken to ensure that all organizations and agencies with an interest in the base are considered as closure or realignment occurs.

Ideally, equipment turn-in, property accountability and manpower reductions can be phased over a comfortable period of time. The commander must take the lead in developing a schedule for disestablishment of activities and services, and his base closure team should tightly manage manpower reductions. Property accountability will also require manpower and command attention until virtually the last moment.

Disestablishment of Activities and Services

Health Services Command: Close coordination with the US Army Health Services Command (USAHSC) will be required to arrange adequate medical, dental, and veterinary support for active duty personnel and their families at both losing and gaining bases. Special arrangements with local communities, such as Medical Aeroevacuation Support Team (MAST), may exist. Such services

must be transferred or terminated, in which cases information should be provided to area medical emergency rooms, hospitals, clinics, and fire and police departments.

Non-appropriated Fund (NAF) Activities: Each non-appropriated fund activity will have a successor fund or successor-in-interest. AR 215-1, Administration of Morale, Welfare, and Recreation (MWR) Activities and Non-appropriated Fund Instrumentalities, details the disestablishment of Non-appropriated Fund Instrumentalities and Morale, Welfare, and Recreation Activities. The base Morale, Welfare, and Recreation Fund is the successor-in-interest for all but Civilian Post Restaurants, Civilian Welfare Funds, and Chaplain's Funds. Residual Civilian Welfare Fund assets go to the Board of Directors of the Army and Air Force Civilian Welfare Fund (BDAAFCWF) governed by AR 215-7, Civilian, Non-appropriated Funds, and Morale, Welfare, and Recreation Activities. The Department of the Army Chaplain's Fund is the successor-in-interest for all Chaplain's Funds. Terminal audits of all funds are required.

The commander must closely monitor and influence the actual closing dates for the exchange, commissary, clubs, golf course, bowling alley, theaters, youth activities, and child care centers. Closing of museums must be coordinated with the Center for Military History. While consolidation or curtailment of services may be acceptable or even wise, premature closings must be avoided.

Base operations: Phased reduction of base operations will require a detailed timeline for terminating fire protection, laundry, transportation motor pool, base transportation office, flight operations, security, and family housing. Engineers will oversee disconnection of steam, water, gas, and electric utilities, and the Directorate of Contracting will coordinate

final meter readings and billings. Actual removal of cable television lines or other utilities should also be monitored by the engineers.

Security, fire protection, utilities, and sanitation are examples of services that can be covered by a local community or by contractor just prior to actual base closure. Personal services contracts for petroleum products, janitorial services, and maintenance can also be used to bridge "last minute gaps." Budget-level detail is required in planning to prevent unfunded requirements; guard against overly enthusiastic cutting of the budget, especially for last minute expenses. Plan for worst case costs.

Community services: The commander is the key player and in many cases the decision-maker. His scheduled disestablishment of health services, non-appropriated fund activities, and base operations should always consider quality of life for remaining personnel. He should include community services, child care, cable television, and clubs as the base closure team timelines activities and plots a critical path.

Telephone service may be required beyond actual base closure, depending on caretaker or security arrangements. Removal of pay telephones should be handled separately by the DOC. US Army Information Systems Command (USAISC) has the responsibility to ensure continuity of telecommunications, automation, records management, printing, publications, and visual support. 7th Signal Command is specifically responsible for operation and maintenance of information management within the Continental United States. An Information Mission Area Action Plan (IMAAP) must be prepared by the Director of Information Management in conjunction with his MACOM to support realignment and closure actions.

All these subjects should be included in "townhall" or public meetings, wherein the commander can dispel rumors and set the tone in a positive way.

Excellent ideas can come from these sessions. The commander must fight "gloom and doom" and concentrate on providing the best possible services to the last remaining personnel and families of the base.

PUBLIC AFFAIRS

The Public Affairs Office (PAO) provides an important link between the Army and the local community. This link becomes vital during BRAC actions. PAOs should communicate the facts about the closure. Most importantly, they should express appreciation to the local community for supporting the Army.

Most local communities react negatively to the news of a BRAC action. The community foresees loss of civilian jobs and transfer of military personnel, both of which will result in less money spent in the local economy. In addition, the community may view the property itself as a sort of "white elephant" without its current occupants. The community may perceive that it lacks both the money and the skills to successfully develop the base for a return to community use. The PAO must work hard to overcome these feelings in the local community. The pre-BRAC relationship between the Army base and the local community must be healthy and beneficial to both sides. If not, the PAO will confront an additional challenge while presenting the news of base closure.

Fortunately, there are success stories of civilian reuse of closed military bases.⁶ The Department of Defense Office of Economic Adjustment (OEA) and the President's Economic Adjustment Committee (EAC) should be called upon for assistance in this area. They can share success stories and offer support.⁷ The PAO should present the local community with all sources of ideas to stimulate enthusiasm for the task ahead. Along with the commander,

the PAO should encourage the formation of a reuse committee composed of local leaders from government and industry and interested citizens.

The PAO should assure that communications during BRAC actions are clear, candid, and appreciative of the community's role as a host to the Army. Using the Draft Press Release and Questions and Answers contained in AR 5-10, Reduction and Realignment Actions,⁸ the commander should have the PAO prepare all information releases to the community, news media, state and local government officials, members of Congress, employees, and other interested individuals. PAO involvement further assures that content of such releases is consistent and that public disclosure requirements are met.

PERSONNEL ACTIONS

People are our most important resource. Personnel actions during a successful base closure must be accomplished with fairness, attention to detail, and in full recognition of the value of employee service. Civilian personnel actions, if not perceived as fair, will reverberate in the local community and may influence efforts toward future reuse of the facility. Likewise, military personnel actions, if not perceived as fair, may influence future recruitment. The commander must at all times be mindful of the unique contributions of all individuals employed and/or assigned to the closing base; he should take every opportunity to recognize their hard work and dedication. Doing so will soften the blow of the closure and go a long way toward enlisting involvement of employees in the closure process.

Personnel reductions, by their very nature, will attract attention from the media and Congress. Commanders should stress to their staffs the importance of paying close attention to all documentation and notification

requirements. These requirements are contained in AR 5-10, Reduction and Realignment Actions,⁹ and DoD Directive 5410.10, Coordination and Clearance of Announcements of Personnel Reductions, Closures of Installations, and Reductions of Contract Operations Within the United States.¹⁰ Since the issues of closure and reduction are a "moving target," it is important to remain alert to changes in statutes and regulations.

Several programs and initiatives are ongoing under the Army Career and Alumni Program (ACAP) to assist civilian and military personnel in transition from the Army to private sector employment or retirement. Some ACAP programs are briefly outlined here; complete details are provided in the ACAP Memorandum of Instruction.¹¹

Civilian Employees

Two goals should be paramount in civilian personnel actions: avoidance of involuntary separation of permanent employees and continuation of a viable civilian workforce for functions that will continue during the closure process. Both of these goals can be accomplished if the commander insists upon fair, informative, and sensitive dealings with employees.

Impact of a BRAC action on civilian employees begins with the announcement of a transfer of functions and/or base closure. Because BRAC actions are approved through Congressional legislation and released to the media, there is no way to make the announcement first to employees. Therefore, an announcement to employees should be made as soon as possible, preferably by the commander or a specially chosen representative. Every effort should be made to provide as much information as possible with the initial announcement in order to minimize rumor and speculation. The announcement should be made directly to employees, rather than through the

chain of command, to emphasize the personal impact of the information and to assure that all employees receive the same information. The local union officials and Equal Employment Opportunity (EEO) office should be among the first notified, as employees will turn to these officials as a source of information and action.

The Civilian Personnel Office (CPO) must also be involved at the earliest opportunity, as many preliminary personnel actions are required. The civilian personnel retention register must be updated, thereby establishing the status of all employees with respect to employment rights. This register must be updated periodically throughout the BRAC action, as employees quit, leave, or retire. In addition, the CPO should be prepared to answer inquiries from employees regarding retention rights, reductions in force, retirement, severance pay, and other issues. Depending on the size of the base and the number of employees affected, it may be advisable to set up a special center to provide information and counselling.

Placement assistance must be a priority issue for the commander. Dissatisfaction on the part of displaced employees will be minimized if they can see that positive steps are being taken to assist them. Early registration of employees affected by a reduction in force (RIF) or transfer of function (TOF) in the DoD Priority Placement Program (PPP) should be emphasized. The PPP is a computerized referral system operated by Defense Data Support Center, Dayton, OH. The Office of Personnel Management (OPM) also provides the OPM Displaced Employee Program and Reemployment Priority Lists for non-DoD federal employment. The use of Operations and Maintenance, Army (OMA) funds has recently been approved by the Assistant Secretary of Defense (Manpower and Reserve Affairs) (ASA(M&RA)) for contracting with private outplacement agencies.¹²

"Job fairs" can be organized to bring together employers and potential employees. The CPO should both publicize any private sector job fairs and encourage local employers' participation in job fairs on the base.

The opportunity to transfer may be available during a BRAC action. Careful attention must be paid to OPM rules regarding TOF actions; not all TOF actions involve personnel transfers.¹³ While an employee cannot be forced to transfer to another commuting area, any such opportunities should be identified and publicized by the CPO. The CPO should keep in mind that, except under certain conditions, civilian employees are allowed only one household move paid for by the Government during any 12 month period. Two programs that provide assistance for transferring employees are the DoD Homeowner's Assistance Program (HAP)¹⁴ and the Department of the Army Relocation Services for Employees (DARSE).¹⁵

OPM can authorize early retirement during a BRAC action.¹⁶ The CPO must be prepared to provide counselling on retirement, including such information as annuity amounts and eligibility rules.

The personnel action that will generate the most concern among employees is the RIF. Current policies require HQDA notification and/or approval of all RIFs.¹⁷ A RIF is conducted within a competitive area which may be a location, an organization, a command, or other configuration. Employees must be given 60 days advance notice in accordance with Army policy.¹⁸ Careful attention to all regulations governing the conduct of a RIF is essential. Mistakes during a RIF will adversely impact all concerned and may provide grounds for future legal actions. In addition, extreme care in handling of RIF information must be exercised to avoid proliferation of rumor and misinformation. RIF guidance should be made available to employees as soon as possible. Two DA pamphlets will be particularly useful: DA Pamphlet 690-4, A Guide for Conducting

Workforce Reductions, and DA Pamphlet 690-6, A Supervisor's and Employee's Guide to Reduction in Force. Severance pay may be available for certain employees separated during a RIF or TOF. OPM regulations provide details on amounts and conditions of eligibility. The funds are provided by the organization losing the employees.

The commander must be prepared for workforce instability during a BRAC action. Many employees will try to leave as soon as possible to avoid uncertainty or to get a head start on new employment. If a civilian employee gets a new Federal job that offers a promotion, he can be held in the present position only for a period not to exceed two pay periods (4 weeks); otherwise, the retention period is normally one pay period. Commanders must have contingency plans available for moving other employees into critical functions; they should consult the CPO for other ways of maintaining staffing levels.

Training of employees during BRAC actions should be continued with a shift of focus to two priorities. First, personnel should be trained for assumption of new duties at other locations or with other federal activities. Second, they should be trained to take over vital functions that must continue throughout the BRAC action in the event that individuals currently performing these functions leave. (NOTE: There is no funding allowed to train displaced employees for private sector jobs.) Training at this time may also serve as a morale booster, since it is directed toward future new responsibilities.

Military Personnel

The commander must assure that close coordination with the US Total Army Personnel Command (PERSCOM) is accomplished during any BRAC action. It is anticipated that PERSCOM assignment policy and procedures will remain constant

throughout any BRAC actions. The commander must assure that every effort is made to minimize adverse effects of military personnel actions on soldiers and their families as a result of BRAC actions.

Except in those cases where a caretaker force will remain at a "closed" base, all military personnel will be moved to a gaining base or reassigned in accordance with the Army's needs. Depending on the timetable for closure and the number of military personnel involved, the commander may request an assignment team on base to work with individual soldiers. The commander must assure that early notification is made regarding transfers/reassignments to allow soldiers to make personal plans accordingly. Those slated for inbound assignments at a BRAC facility must be diverted/reassigned as soon as possible to avoid having soldiers serving less than 12 months at a duty station. All extensions should be reviewed, and necessary adjustments should coincide with the changing situation caused by the BRAC action.

In general, soldiers should not be assigned under any circumstances to BRAC-affected facilities if such assignment would result in their serving less than 12 months in a particular assignment/location. Emphasis must be placed on the avoidance of any second permanent change of station (PCS) move in the same fiscal year. Approval for assignments resulting in two PCS moves in the same fiscal year must be requested through the HQDA assignment authority to ASA(M&RA).

Early separations of up to 90 days before expiration of term of service (ETS) are available to both enlisted personnel and officers during BRAC actions. AR 635-200, Enlisted Personnel, and AR 635-100, Officer Personnel, provide terms and conditions of early separations.^{19, 20} Early retirement,

while not an automatic consequence of BRAC actions, may be possible if determined to be in the best interests of the Army. Again, AR 635-200 and AR 635-100 should be consulted for precise guidance.^{21, 22}

Because many of the BRAC facilities will take several years to close, military personnel will continue to be assigned to these facilities. It is important that the commander instill in newly assigned military personnel a sense of mission and purpose in their assignment to a closing base. Maintaining base services for military personnel and families and adopting the attitude that the BRAC action is for the future good of the Army will be helpful in this regard.

Commanders must be sensitive to the needs of retired personnel during a BRAC action. They are an important part of the local community, and their support and understanding should be sought by the commander. In closure actions, support and service for retired personnel will be transferred to the nearest open base.²³ This transfer may result in hardship or, at the very least, inconvenience to those who chose to retire close to military facilities only to find that these facilities will no longer be available. In a community with a large population of retired personnel, the commander may want to consider including a representative of this group in certain aspects of the BRAC action.

ENGINEERING ROLE

The commander and Director of Engineering and Housing (DEH) must conduct a hardnosed review of virtually all existing contracts and leases, cancelling those not essential and modifying others as needed. Each planned, programmed, or ongoing construction project must be reviewed by the commander and his

closure team for possible modification, termination, or cancellation. This includes advertisement for bids on unawarded design or construction projects. Decisions must be made on a case-by-case basis.

Engineering tasks and functions in base closure are surrounded by a maze of regulatory and statutory requirements, so it is essential to maintain a clear "audit trail" of all actions taken concerning contracts, leases, permits, projects, and environmental issues. It is critical to identify all tenants and facilities on the base, including sensitive and classified elements. The commander and his engineer should discourage unofficial or interim use requests once a base closure is decided. Reimbursable agreements can supplement OMA funds that are being reduced.

Conduct Restationing Analysis

An engineer restationing analysis is required for virtually all base realignment or closure actions. New or modified facilities will be required at other bases as units are transferred and functions realigned. These requirements will generate planning, design, construction, and leasing actions. Funding will be required for these actions, and a realistic timeline must be developed between the gaining and the losing commands to accommodate transfer of units and missions. The objective is to minimize cost while maximizing the Army's ability to train, deploy, support, and modernize.

The commander's personal attention will be required to ensure that the last military personnel and civilians to leave the base are treated with the very best services possible. The commander can coordinate with gaining bases to facilitate understanding and quality of life for transferring civilians and military personnel. Treating those who leave with less than compassion and dignity can only damage the Army.

The OEA is resourced and funded to help local planning for use of the property. AR 700-113, Basic Policies and Principles for Carrying out the Economic Adjustment Program, details Army actions to assist economic recovery for affected communities. The commander should be the military representative and a non-voting member of local reuse committees. The community must take the lead to determine interest and direction. The Army can assist in planning and organization with assistance at the Federal level.

As in other functional areas, the commander should maintain a point of contact at local Congressional and Senatorial offices. They can assist in shortstopping rumors and building good will. Likewise, communications should be maintained with state and local delegations. Have answers ready before making news releases, because the commander should expect instant reactions from Washington and the media. Careful crafting of the information distribution list pays dividends, especially through including known interested citizens, city fathers, retired flag officers in the area, and local media offices.

Many commanders have been surprised at how many people and agencies will want to make site visits. Expect Housing and Urban Development (HUD) representatives and other agencies to investigate housing. It is up to the commander to make each agency or citizen feel that their position has been fully considered. Keep everything open to the public. General Services Administration (GSA) is responsible for most property and equipment dispositions in accordance with the Federal Property and Administrative Services Act of 1949; however, exceptions have been granted to the Army Secretariat with limited authority. For example, on-site auctions to sell property may be advisable. In the most recent disposition cases, final approval has been retained by the Army Secretariat.

Systematic Classification of Assets

The DEH must classify all real property assets, while property book officers will classify base property. A 100% inventory will be required for both real property and base property. The condition of real property assets should also be assessed and recorded during the inventory. Videotaping and photographing interior and exterior conditions of buildings and other facilities helps to quickly and accurately record conditions.

All assets on a base must be classified according to the criteria of the National Register of Historic Places, national landmarks, or other unique categories. All structures must be identified as excess or retainable. For example, a fort could be closed with the exception of an existing Army Reserve Center which could be located in a structure listed in the National Historic Register. AR 870-20, Museums and Historical Artifacts, and AR 420-40, Historic Preservation, provide additional details in these areas.

Return of Leased Facilities

Many bases have leased training areas, storage sites, water wells, or other arrangements for sharing. In the case of base closure, all leased or shared facilities should be returned in accord with environmental and legal concerns. Base realignments may require additional leased facilities at gaining bases, and modification or termination of leases at losing bases. Details for return of leased or permitted facilities on or for a base will normally be executed by the servicing Corps of Engineers District. Housing for the homeless procedures (McKinney Act) and cemetery transfers are handled by Engineer District personnel in coordination with the MACOM commander or his point of contact.

Identify Actions Required on Facilities

Demount Equipment: The DEH should identify government-owned or -leased equipment which will be removed due to closure or realignment. Demounting should be scheduled and resourced in direct coordination with the established downsizing plan and timeline. Transportation requirements must be identified and may require special arrangements for oversized or overweight shipments.

Preparation for Disposition: The DEH should identify and quantify all known requirements to prepare real property for disposition. In the case of realignments, some equipment may be installed for the new users. Prior to disposition, usable products from underground storage tanks must be removed according to the standards of AR 200-1, Environmental Protection and Enhancement. Winterization for selected facilities must be considered. Environmental restoration or clean-up actions will normally be required prior to disposal. The engineer will also schedule and oversee disconnection of steam, water, sewer, gas, electric, and other services. The engineer should also identify a cut-off date for delivery of coal and heating oil.

Establish Maintenance Teams: Existing repair teams or contract agreements will initially maintain the base, but special arrangements must be made to cover the final period before closure or transfer. Manning of teams or contract arrangements must be closely coordinated with the Civilian Personnel Officer to avoid legal improprieties. Job loss is an extremely emotional and sensitive matter. Care must be exercised in any use of temporary workers or other backup arrangements. If the base remains in a "caretaker status" pending final disposition, emergency services and maintenance measures should be provided. Otherwise, the risks must be clearly reported to higher headquarters.

During the transition period, some maintenance can be performed by self-help. The commander must avoid projecting "doom and gloom" and remember that "Installations of Excellence" is a commander's program, principally accomplished with self-help. Do not close the self-help store until just prior to actual closure. "Pride is not a resource element, it's a human element."²⁴

Terminate Excess Operations

Facilities and services may become excess as downsizing occurs. The engineer should identify opportunities to close or "mothball" facilities with an eye toward savings. But, beware of false savings, such as premature termination of lawn care for housing or a golf course, which would cause severe damage in a matter of weeks.

Historic Preservation

Preservation of historical and cultural resources, cemeteries, hazardous materials, and other environmentally sensitive actions must be handled openly and candidly. The National Historic Preservation Act, Sections 106 and 112, and AR 420-40 detail procedures. Failure to officially invite participation of such groups as historical societies, the Sierra Club, veterans' groups, local leaders, and State Historical Preservation Officers (SHPOs) will easily trigger poor publicity and legal problems. One successful technique has been to send invitations to such groups by registered mail, which also establishes an audit trail of intent, should legal problems arise.

Environmental Actions

Virtually all actions taken to close a base are subject to the National Environmental Policy Act (NEPA) and associated statutes and regulations. NEPA requires a systematic examination of possible and probable environmental consequences of implementing a proposed action.²⁵ The DEH or the Environmental Coordinator should ensure NEPA compliance, but the Staff Judge Advocate should be continuously involved from the very beginning. Environmental issues may remain unresolved long after a base has "closed." Remedial actions may stretch over many years to prevent, minimize, or mitigate damage to the environment.

Each Environmental Impact Statement or Environmental Assessment should provide full and fair discussion of significant impacts caused by each BRAC action. These reports are subject to public review and comment. All known hazards (such as asbestos, corrosives, flammables, and polychlorinated biphenyls (PCB)) must be identified. The findings should include mitigation measures, such as procedures to collect and dispose of hazardous materials. Required documentation is detailed in AR 200-1. The commander cannot afford to minimize the importance of the EIS. This single action can drive the entire closure process and, for that reason, must be carefully managed to assure proper timing and completion.

Cemeteries

The Veterans Administration (VA) must be invited to review existing cemeteries on closing bases. In some cases, the VA will want to add these cemeteries to their system; this may require additional acreage. Local churches or citizens may wish to negotiate visitation rights to existing cemeteries. The servicing real estate office should handle negotiations, but

the commander must stay informed on this sensitive issue. Consideration should also be given to any existing pet cemeteries.

Safety

Commanders must remain alert to safety issues and guard against relaxation of Army standards during the entire closure/realignment process. No short cut or monetary savings is worth even a single injury or fatality. Security and fire protection must be provided to the last tenants of the base and until property is transferred to the new owner.

LOGISTICS

Logistics support is crucial to the day-to-day operations of any base. The announcement of a base closure will have an immediate impact on the support provided to the personnel who work and/or live on the base. Consequently, the commander must ensure that his Director of Logistics (DOL) develops a timeline for phaseout of logistical support; this timeline should be synchronized with all other functional elements.

The initial impact on logistical support will be resource-driven; such support will be impacted by manpower requirements, by cost, and by the possible termination of contractual obligations. Additional manpower will be needed for every staff section and activity to inventory, classify, move, and dispose of equipment and supplies. These tasks can be accomplished only if additional manpower is available, either in the form of temporary personnel or through overtime. Either method adds to the overall cost of base closure. Also, many bases' operations are carried out through contracts. Thus an immediate assessment must be made on the impact the closure will have on

continuation or termination of existing contracts. A plan for the legal termination of contracted supplies and services must be developed, and an estimate of associated cost must be determined. The quality and quantity of logistical support will then be impacted as well.

In addition, base closure also impacts on the three major functional areas of logistics: transportation, maintenance, and supply and services.

Transportation

Transportation functions cover the gamut from transportation motor pools (TMPs) to the movement of personnel and household goods. The commander will face several transportation concerns. The TMP operation is the life-blood of the base's daily movements. The phase-down of TMP operations will require a great deal of hands-on management. Daily support requirements can quickly impede any efforts to identify and classify vehicles and other associated items of equipment. However, vehicular support requirements cannot be allowed to impede other actions. TMP personnel must identify pieces of equipment which are excess and prepare those pieces of equipment for appropriate disposition.

Personal property movements will as well require an enormous amount of coordination among several base staff agencies. Since the personal property section deals mostly with shipments of household goods, early identification of personnel to be transferred will assist in identifying the number of carriers required as well as in determining whether or not sufficient carriers are available in the immediate geographical area.

In addition to numerous transportation requirements directly related to BRAC, the transportation office will also be required to assist in normal

permanent change of station (PCS), portcalls, and estimated termination of service (ETS) situations.

Movement of base property may require an economic analysis for cost effectiveness. Moveable property will require vast amounts of carrier support. In many cases, additional support from carriers outside the base's normal geographic area will be required. The use of these carriers will impact on the timing and departure of units and personnel.

One of the last transportation assets to be closed should be the Scheduled Airline Ticket Office (SATO). Careful management and close coordination will permit the SATO to play a major role in the movement of personnel right up to the end of the BRAC plan.

Maintenance

A critical phase of the logistics portion of BRAC is maintenance operations. Maintenance related operational topics will require a great deal of the commander's attention. As the maintenance plan is developed, consideration should be given to the multitude of different requirements; all of these will compete for scarce resources.

Early on, the base commander must insist that all activities adhere to total property accountability. For maintenance activities, this can range from inventories and determinations of quantities of repair parts on hand to the correct identification of tools. The results of the inventories must be fully promulgated and must provide the accounting foundation for any distribution, turn-in, or transfer plans. While accountability is crucial, maintenance operations must continue, but only within the parameters established when the BRAC plan was developed.

The commander should ensure that the DOL understands that maintenance operations will continue to focus on services, testing, and repair of unit equipment to at least TM-10/20 standards. Therefore, accomplishment of the maintenance mission may require a different approach. As much as possible should remain at the unit level. On-site repair support should be available where feasible, using assets from the base maintenance activity and changing priority of repairs. A unit sponsorship program, wherein one unit assists another in the preparation and turn-in of equipment, will facilitate property turn-ins.

Supply and Services

Supply and Services are intertwined and require close coordination to ensure optimum results during BRAC operations. As with the base maintenance activities, first Supply and Services arena should inventory all assets. Affected units should start the inventory process immediately.

Supply operations will initially center on property books and updating of all pending transactions; then unneeded requisitions should be cancelled. Also, each class of supply will require different actions and will create enormous amounts of paperwork for the involved agencies/staffs.

Likewise, services provided to the base will require close coordination since they provide much of the base's day-to-day logistics support. Such things as dining facilities and laundry and dry cleaning operations will, by necessity, be some of the last operations to cease. Thus they may become possible "liabilities."

Accountability will become one of the base commander's biggest challenges! Given the requirement for 100% inventories, manpower costs will be enormous.

Property Disposal

All Property Disposal actions must be monitored to ensure that an audit trail of required documentation and oversight is sufficient to avoid potential government liability for allegations based on defect, hazard, or environmental issues. It is important to note that government liability for facilities and equipment extends beyond base closure. For example, without a clear record of sales and/or transfer, which record acceptance of responsibilities, the command will be required to assure compliance and bear all associated costs.

RESOURCE MANAGEMENT

Since the management of all resources takes on a greater degree of importance during a base closure, the use of the RM as the closure team leader permits the commander to fully utilize the critical skills found in the RM directorate. These skills include operational management of funds, budget preparation, formulation and execution and oversight of the commander's guidance on fiscal policy. Additionally, every other staff directorate or activity has its fiscal operations monitored and reviewed by the RM staff. This central repository of fiscal information will allow the commander to gain a better grasp on how effective and efficient his staff is handling costs associated with base closure.

Since every staff section has its own resource management cell, there is no need to outline all the areas of each section in which the RM will be involved. The RM's position as the base commander's chief resourcer will ensure that all actions involving any type of resources will come under careful review, including forecasting. Of particular importance are the

transfer of unliquidated obligations and decapitalization of the industrial fund. Worst case costing is the name of the game.

CONTRACTS

During closure, the Director of Contracting (DOC) can be expected to encounter several unique contracting challenges. To assist in ensuring the right contract actions are being worked and in the right priority, it is essential that the commander direct that all procurement requirements be reviewed and validated by the closure team before processing by the DOC. In addition, the DOC should provide an acquisition plan for all services over \$10,000 and procurement actions over \$25,000. Milestones from these acquisition plans should be briefed to the closure team to keep them abreast of all ongoing actions. The DOC, in close coordination with the closure team, must also consider the need for appointment of an on-site Contracting Officer's Representative (COR). The COR's will monitor contractor performance and act as liaison for the contracting officer. Specific areas for appointment of CORs include: lodging, security, grounds maintenance, trash pickup, and janitorial and other related services.

In the area of support, the DOC must conduct and provide at the outset of the BRAC action a complete review/scrub of all existing contracts. This is essential for establishing dollars committed and useful in determining possible contract candidates for modification or termination should such action be required. This information can also be used in the development of a meaningful baseline by the closure team. This baseline should also enable all future contract requirements to be managed so that performance periods coincide with closings of functions and facilities. Minimizing the need for

issuance of termination-for-convenience actions is absolutely essential to a smooth closure process. Reduction of potential contract claims is another benefit. Expanding the number of Blanket Purchase Agreements (BPA) callers and ordering officers should also be considered to facilitate necessary purchases. Equally important is the transfer of contracting support for non-tenant units, which must be considered in the closure process where applicable.

SECURITY

Another critical phase in BRAC planning is the need for careful evaluation of security requirements. This evaluation must include intelligence security as well as physical security.

While the requirements and need for intelligence security is clearly understood, the chance for compromise of classified information becomes real during the implementation of BRAC. The most likely scenario involves the possible mishandling of classified documents during the inventorying, destruction, and/or transfer of the documents. In haste to complete closure tasks, personnel may tend to become careless--at times even negligent--in the care of classified documents.

An area which has repeatedly caused embarrassment has been the failure of personnel to double-check the containers that previously contained classified documents. On several occasions, classified storage containers have been turned in as excess or for sale at the Defense Reutilization and Marketing Office (DRMO), only to be opened and found to contain classified documents which had slipped behind a drawer. Again, commanders should emphasize the need for care in handling of all classified documents and storage containers.

While classified documents will require caution, the handling of physical security will require no less attention to detail. In fact, prevention of theft and destruction will probably become one of the BRAC team's greatest challenges. The Provost Marshal's physical security section should be involved early on in BRAC planning. There may even be a need to contact the regional Criminal Investigation Command (CIC) office and seek the assistance of the Economic Crime Unit (ECU). This unit is specially trained to work in the area of fraud, waste, and abuse.

Physical security should focus mainly on helping to keep honest people honest. Once the announcement of a pending BRAC action is made, the commander must be sensitive to increased theft and the temptation of otherwise honest persons to take advantage of turbulence. There will be a percentage of the work force who feel that it's only fair to help themselves to something they have always wanted. Since their work place is closing, who cares? Unaccounted-for property will probably increase significantly. It will become especially vulnerable to theft or misappropriation.

While theft should be of concern, so should safeguarding the buildings and grounds. The base commander should do everything possible to delay the departure of in-house security and fire-fighting personnel. Every effort must be made to keep these personnel until supplemental services can be obtained. AR 420-90, Fire Protection, outlines requirements. There may be a real need to seek the assistance from the surrounding communities' police and fire departments. Coordination between the base security forces and the community should be accomplished to provide for alternate services in case of emergency.

Careful, well thought-out security plans will go a long way to deter crime and safeguard government property.

LEGAL CONSIDERATIONS

The Staff Judge Advocate (SJA) or command legal advisor must be used throughout implementation of and compliance with all BRAC actions. Legal linkage will be critical in avoiding unnecessary pitfalls. Public Law 100-526 must be clearly explained to all concerned parties. A clear grasp of statutory and regulatory requirements provides the basis for any successful closure. Using this as a starting point, the commander must then clearly identify functional areas where primary responsibilities cross, develop an implementation plan, and ensure that all necessary coordination is maintained. These actions will directly affect the commander's ability to avoid many unnecessary delays, lawsuits, and organizational turbulence. Specific areas where legal involvement is particularly important are discussed below.

Environment

Environmental issues may be generally broken down into four major components: (1) compliance, (2) restoration, (3) natural and cultural resource management, and (4) documentation, reports, and analysis.²⁶ All of this ultimately becomes the responsibility of the Commander. Federal Law and Executive Orders require prompt and vigorous elimination of identified environmental deficiencies. Applicable environmental laws, regulations, reports, analysis, and related findings pertaining to BRAC and required for preparation and submittal are contained in the following: National Environmental Policy Act (NEPA); Defense Environmental Restoration Program (DERP); AR 200-1; AR 200-2, Environmental Effects of Army Action; AR 420-40; AR 420-74, Natural Resources: Land, Forest, and Wildlife Management; and AR 420-76, Pest Management Program. (NOTE: Commanders should be cautioned

that although P. L. 100-526 waived compliance with NEPA, the Army has not.) Although documentation may vary by command, the commander should require the following environmental documents²⁷ in the BRAC process as a minimum:

- (a) Record of Environmental Considerations (REC)
- (b) Environmental Assessment (EA)
- (c) Environmental Impact Statement (EIS).

It is essential that legal reviews be integrated at the initial stages and continued throughout the environmental compliance process. Closure actions, other than planning and programming, cannot commence until the REC is filed.

An effective method to determine if the base is in compliance with environmental requirements is to conduct an Environmental Compliance Assessment (ECA). The Commander's Guide to Environmental Management, dated October 1990, published by the US Army Corps of Engineers, is a useful guide in preparing the ECA and addressing each environmental component. It provides a range of relevant information, from command liabilities and specific accountabilities to questions that should be asked directly of the command's environmental coordinator and the environmental management team. The commander must also ensure that an environmental lawyer with specific legal training in environmental issues has been designated. The bottom line - take no short cuts; all environmental management and resource allocation decisions must fulfill both legal and ethical obligations.

Facilities

Facility transfer of ownership usually takes place through a process of negotiations. These are conducted within the scope of authority provided by statute and regulation requiring legal participation. Terms and conditions of facility transfers (including land ownership, law enforcement, community

preferences, and related environmental issues jurisdiction) raise some of the legal questions that must be addressed in close coordination with the facility engineers. Subjects that will require specific attention and agreement include: ranges and ammunition disposal sites; petroleum, oil and lubricants (POL) storage tanks; toxic or hazardous storage sites; burn pits; motor pools; hospital detritus (pathological and radioactive waste); heating plants; landfills; asbestos removal; lead paint and solvent spraying; and controls on refuse and property disposal. These potential problem areas should have been previously identified by the Environmental Coordinator. All authority to sell must be coordinated with the Corps of Engineers legal office. AR 405-90, Disposal of Real Estate, should be consulted for additional guidance.

Personnel

Close coordination between the CPO, legal, and PAO representatives must be ongoing to ensure that transfers and reductions in force actions are procedurally correct. Timely consulting of all unions representing Federal employees, consistent with any bargaining agreement and applicable laws/regulations, is absolutely essential. If a RIF or TOF is directed, union consultation and notice should be accomplished as far in advance of the action as possible. It is equally important for all command representatives to follow a common script that should be jointly developed by the commander, CPO, legal, and PAO to ensure a consistent message. In anticipation of an increase in the number of grievance actions, additional staffing should also be considered for the labor/management relations function in order to meet all of the command requirements.

Contract Review

Specifically important in this area is assurance that all functional areas provide the same high degree of review to preclude opportunities for abuse and fraud. As BRAC actions tax the workload of each functional area, contract reviews may be seen as being minimally important. To counteract this tendency, the SJA, in coordination with the DOC, must assess alternatives that will meet all legal and statutory requirements. One option is to establish a claims review team (above the level of contracting officer) to independently review contract claims, thus freeing up local legal and contracting staff. Lacking local assets, contract reviews may be coordinated with the SJA office at the MACOM or higher headquarters where a Head of the Contracting Activity (HCA) is located to decrease duplication of effort.

Legal Assistance

A plan to provide for some degree of continued legal assistance to military, retired military, dependents, and applicable reservists must be developed and implemented.

Transfer of Court-Martial Convening Authority

Prior to relocation of any military units, arrangements should be made to transfer Uniform Code of Military Justice (UCMJ) and General Court Martial (GCM) convening authorities over the military personnel concerned. In addition, exercise of UCMJ and GCM authority for reserve units must be coordinated and reassigned as necessary.

Claims, Litigation, and Administrative Hearings

Special care must be taken to ensure that all legal processes are forwarded immediately to the base SJA or legal advisor in accordance with AR 27-40, Litigation. Command legal representatives should be identified as the lead in staffing and coordinating command responses to claims/litigation. Here again it is important that the PAO be informed on the status of all pending litigation actions. Command representatives other than the PAO should not comment on the merits of cases and issues that are under litigation. The SJA is the point of coordination with the US attorney on any litigation involving the command.

The commander should anticipate that the number of actions before administrative bodies such as Merit Systems Protection Board (MSPB), Equal Employment Opportunity Commission (EEOC), US Army Civilian Appellate Review Agency, Federal Labor Relations Board (FLRB), arbitration, Federal Court, Armed Services Board of Contract Appeals (ASBCA), and General Accounting Office (GAO) will dramatically increase during a BRAC action. Anticipating this, the commander must encourage the staff/functional areas to keep the SJA informed of any problems, issues, or developments to allow the SJA the opportunity to head them off. Bottom line: Keep your legal representative informed.

SUMMARY

Given the need to preserve the linkage among national strategy, force structure, and base structure, the Army must support decisions on base

closures and realignments. Thus, the Army's business for the next few years will be restructuring the force and effecting base closures and realignments while preserving the forces' ability to train, deploy, modernize, and fight.

Because of its economic impact, base closure will be one of the most controversial domestic issues we will face. Closure must be properly and efficiently carried out. The details of execution and politics complicate the process.

This document advises commanders of identified areas of concern. Closure requirements will differ from base to base. But in all cases, the foregoing narrative and recommendations merit consideration prior to the planning process of closure. We do not offer a complete manual for base closure, but we do provide a logical and methodical approach to closure. This approach will provide the commander with a controlled, coherent process for reducing our end-strength and supporting realignment of our forces.

WHO'S THERE MATRIX

ORGANIZATION	FUNCTION	PARENT	ACTION	FINISH DATE
2ND COSCOM	PLANNING	5TH DIV	INACTIVATE	FEB 93
18TH ASG	AREA SPT	2ND COSCOM	MAINT TO 51ST SUPPLY TO 10TH S&S	NOV 92
7TH FSU	FINANCE SUPPORT	10TH FG	INACTIVATE	OCT 92
19TH PSU	MILPER	6TH P&A	INACTIVATE	OCT 92
3RD MP	SECURITY	27TH MP	MOVE	JAN 93
23RD SIGNAL	SIG SPT	6TH SIGCOM	MOVE	JAN 93
9TH MEDCOM	MED CLINIC	7TH MEDCOM	CLOSE	DEC 92

Figure 1

CHARTER

CLOSURE OF FT. MIX

Section 1. Establishment.

There is established the Installation Commander's Closure Team. The Team shall be composed of eight members appointed or designated by the Commander. The composition of the Team shall include persons with broad experience in government and installation operations. The Commander shall designate two Chairpersons from among the members of the Team.

Section 2. Functions.

The Team shall study the issues surrounding the military base of Ft. Mix and its facilities. The primary objective of the Team shall be to:

- A. Determine, by November 15, 1991, the best process, including necessary administrative changes, for identifying the dates for functions to be closed or realigned; how to improve and best use Federal government incentive programs to overcome negative impact of closure; and, the criteria for realigning and closing to include at least:
1. The current and future mission requirements and the impact on operational readiness of the military units concerned.
 2. The availability and condition of land and facilities at both the existing and potential receiving locations.
 3. The potential to accommodate contingency, mobilization, and future force requirements at receiving locations.
 4. The cost and manpower implications.
 5. The extent and timing of potential cost savings, including whether the total cost savings realized from the closure or realignment of the base will, by the end of the 6-year period beginning with the date of the completion of the closure or realignment of the base, exceed the amount expended to close or realign the base.
 6. The economic impact on the community in which the base to be closed or realigned is located.
 7. The community support at the receiving locations.
 8. The environmental impact.
 9. The implementation process involved.
- B. Review the current and planned base structure in light of closure assumptions, and review all current and future contracts for determination of action.
- C. Report its findings and recommendations to the Chain of Command.

Section 3. Administration.

The Team shall be in place and operating as soon as possible. Shortly thereafter, the Team shall brief the Commander on the Team's plan of action. The Team's final report shall include recommendations for closure. The Team shall remain intact until closure is complete.

**JOHN L. DOE
LTC, U. S. ARMY
BASE COMMANDER**

Figure 2

MAJOR MILESTONES

<u>DATE</u>	<u>ACTION</u>	<u>PROPONENT</u>	<u>STATUS</u>
11 DEC 92	Establish hiring freeze	ACSRM	COMPLETE
11 DEC 92	Stop new assignments to Ft. Mix Divert incoming military personnel	AG	COMPLETE
22 DEC 92	Issue Cdr's letter to Workforce	DCP	COMPLETE
9 JAN 93	Submit document to initiate cooperation procedures	TASK FORCE	COMPLETE
11 JAN 93	Initiate cooperation procedures with local community and labor unions	PAO, SJA, CPO	COMPLETE
14 FEB 93	Issue Army's closure decision	COMMANDER	COMPLETE
14 FEB 93	Issue simultaneous public announcement	PAO, COMMANDER	COMPLETE

Figure 3

MAJOR MILESTONES

<u>DATE</u>	<u>ACTION</u>	<u>PROPONENT</u>	<u>STATUS</u>
16 FEB 93	Return unneeded land to community. Stop leases for vacant housing units and MCA/NAF projects.	DEH	ONGOING
16 FEB 93	Transfer SSA support to 9th MMC	LOG	COMPLETE
16 FEB 93	Send reassignment team to Ft. Mix	AG	COMPLETE
28 FEB 93	Complete manpower documentation (TDA & TOE) actions	RM	COMPLETE
31 MAR 93	Transfer C2 for 10th S&S BN 29th ASG	LOG	COMPLETE
1 APR 93	Transfer 54th ASG liaison/war planning to 11th TAACOM	SPO	COMPLETE
1 APR 93	Transfer liaison mission	CMO	COMPLETE
1 MAY 93	Transfer responsibility for RSA to 29th ASG	ACSLOG/54TH/ 29TH	COMPLETE

Figure 3 (cont'd)

MAJOR MILESTONES

<u>DATE</u>	<u>ACTION</u>	<u>PROPONENT</u>	<u>STATUS</u>
18 MAY 93	Provisional inactivation of 7th TAACOM	RM	COMPLETE
JUN 93	Cease 7th MMC operations	LOG/7&9th MMC's	COMPLETE
1 JUN 93	Complete restoration analyses for all affected units	DEH/54TH ASG	COMPLETE
30 JUN 93	Issue official RIF notices to civilian employees	CPO	COMPLETE
30 JUN 93	Transfer remote sites to gaining commands	PER/54TH ASG	COMPLETE
30 AUG 93	Close NAF & MWR operations	PER/54TH ASG	
30 SEP 93	Closeout Ft. Mix financial functions	RM/9TH FIN GP	
30 MAR 94	Place Ft. Mix complex in caretaker/ mothball status	DEH/54TH ASG	

Figure 3 (cont'd)

ACTIVITY CLEARANCE CHECKLIST

FILL IN: UNIT/ACTIVITY		CDR/SUPERVISOR						
#	ACTION	SEE	DIREC	SEC	ROOM	TEL	POC	CLEARANCE
		ENCL						DATE SIGNATURE
1	Clear Postal/provide forwarding address	#1	11th Postal			6656	LT Smith	
2	Turn-in admin files/records to CDOIM		CDOIM	ASD	Dist Ctr	6837	Mr. Doe	
3	Turn-in blank forms and publications		CDOIM	ASD	Dist Ctr	6837	Mr. Doe	
4	Clear ADP maint desk/erase hard disk drives	#2	CDOIM		640	6777	Mr. Doe	
5	Terminate ETS/DBP telephone service		CDOIM		640	6777	Mr. Doe	
6	Terminate other communication services		CDOIM		640	6777	Mr. Doe	
7	Clear/cancel service orders and projects		DEH	EP&S	924	7644	Mr. Jones	
8	Turn-in tools from self-help shop/maint shop		DEH	ERMD	924	7662	Mr. Brown	
9	Clear fire Marshall		DEH	O&M	924	7647	Mr. Adams	
10	Remove/recycle waste from work area	#3	DEH	Versions (see-enclosure)				
11	Clear reports of survey		DOL	ADMIN	300	7668	M3G Atkins	
12	Turn-in installation property/clear hand receipts		DOL	CIPBO	Warehs	6686	SFC Hess	
13	Clear leased copiers		DOL	CIPBO	Warehs	6686	SFC Hess	
14	Get OK for lateral transfer of property		DOL	DOL	300	7668	LTC Laird	
15	Turn-in TMP vehicles		DOL	TMP	TMP	7660	MJ. Stein	
16	Turn-in APP/NAP/MWR equipment		DPCA	Services	Vic gym	7677	Ms. Lear	
17	Close/transfer MWR funds		DPCA	Fin Mgt	6th Flr	6773	Mr. Gray	
18	Clear war plans		DPTMS	P&O	326	7811	MAJ Simon	
19	Close/update TASC hand receipts		DPTMS	TASC	4th Flr	6772	Mr. Top	
20	Perform security checks	#4	DPTMS	IRS	321	7812	MAJ Loud	
21	Clear MP operations and security		PMO		MP Sin	6620	SSG Pike	
22	Provide final copier meter reading to RCO		RCO		402	7786	Ms. Ryder	
23	Ensure leased equip is picked up by vendor		RCO		402	7786	Ms. Ryder	
24	Clear office & turn-in keys (Last action)		DEH	Inst'n Br	924J	6620	SFC Brady	

I CERTIFY that the above actions have been completed:		SIGNATURE:	DATE:
(Above certification must be made by the senior individual of the unit/activity, e.g. unit cdr, section chief, or supervisor.)			
APPROVAL by the Closeout Task Force Commander:		SIGNATURE:	DATE:

Figure 4

COMMUNITY SUPPORT MATRIX

SUPPORT FUNCTION	ACTIVE MILITARY	DEPENDANTS	RETIRED MILITARY
IN/OUT PROCESSING	MILPO-FT MIX MILPO-FT BEE	MILPO-FT MIX N/A	N/A
ID CARDS	MILPO-FT MIX MILPO-FT BEE	MILPO-FT MIX FT BEE	MILPO-FT MIX MILPO-FT BEE
DENTAL CARE	CLINIC-FT MIX CLINIC-FT BEE	LOCAL CIVIL CLINIC CLINIC-FT BEE	CLOSED FT BEE
TRANSPORTATION	T.O.-FT MIX T.O.-FT BEE	FT MIX FT BEE	N/A
FAMILY COUNSELLING	FAMILY CENTER CHAPEL-FT BEE	FAMILY CENTER CHAPEL	FT MIX CHAPEL

Figure 5

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
COMMAND AND CONTROL				
Comply with AR 5-10	AR 5-10			
Establish single clearing house				
Determine total mission				
Determine chain of command				
Establish POCs				
Establish areas of responsibility				
Identify all tenants				
Establish communications flow				
Make announcement to workforce				
Make announcement to community				
Schedule command information sessions				
Identify key personnel				
Publish closure order				
Establish closure team				
Effect media releases				
Initiate Environmental Assessment (EA) & Environmental Impact Statement (EIS)	AR 200-1 AR 200-2			
Designate Environmental lawyer				
Establish review/validation procedure for all contracts by closure team				
Schedule inactivation ceremony				
Coordinate external taskings				

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
COMMAND AND CONTROL (cont'd)				
Transfer warplans to higher headquarters				
Task organize major actions				
Notify servicing agencies				
Define responsibilities				
Determine cost estimates				
Establish and monitor milestones				
Develop critical path				
Schedule IPRs				
Implement sponsorship program				
Determine disposition of installation memorabilia				
Review collective bargaining agreement				
Identify transfer of functions				
Identify manpower reductions				
Review quality of life issues	AR 215-1 AR 215-3			
Review installation services	AR 210-5			
Publish After Action Review (AAR) and send to Ft. Leavenworth	AR 5-10			

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
PAO				
Prepare information releases and Questions and Answers	AR 5-10			
Establish information bulletin boards				
Coordinate with local media				
Coordinate with local and outside interest groups				
Schedule town meetings				
Encourage formation of local reuse committee				
Provide link between local reuse committee and DoD OEA				
PERSONNEL				
Civilian				
Review Labor Management Relations function				
Make announcement to unions/EEO				
Verify retention register and schedule updates throughout closure				
Publish RIF guidance	FPM Supp. 351-1 DA Pam 690-4 DA Pam 690-6			

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
PERSONNEL (Cont'd)				
Civilian (Cont'd)				
Verify severance pay	OPM Regs.			
Establish retraining program				
Military				
Validate strength figures				
Validate dependent figures				
Review in-bounds for need				
Review extensions				
Develop reassignment plan				
Request assignment team				
Maintain timely OER/EER program				
Coordinate mailroom closures				
Coordinate closure of Personnel Administration Center (PAC)				
Both				
Determine manpower for residual mission				
Stabilize essential personnel				
Identify temporary positions				
Identify those eligible for early retirements/separations	AR 635-100 AR 635-200 OPM Regs.			
Manage people loss in accordance with workload loss				

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
PERSONNEL (Cont'd)				
Both (Cont'd)				
Coordinate transfer of services				
Ensure continued promotions				
Maintain active awards program				
Maintain/expand career counselling	ACAP MOI			
Make available ACAP services	ACAP MOI			
Conduct/publicize job fairs				
ENGINEER				
Review all contracts/leases	AR 405-80			
Stop design work	AR 415-10 AR 415-15			
Conduct restorationing analysis				
Classify all assets	AR 870-5 AR 870-20			
Identify historic sites	AR 420-40			
Develop hazardous waste plan	AR 420-47			
Implement Environmental Assessment & Environmental Impact Statement	AR 200-1 AR 200-2			

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
ENGINEER (Cont'd))				
Determine contract closure requirement for ongoing MCA	AR 415-15			
Stop all military construction (MILCON) programming	AR 415-10 AR 415-15			
Develop plan for disposition of housing units				
Coordinate removal of in-place equipment				
Determine services (water, electric, etc) needed and when	AR 420-46			
Identify legal agreements on continuing environmental actions	AR 200-1			
Plan for minimum services during drawdown				
Establish maintenance teams				
Identify actions required/cemeteries	AR 405-10			
Determine needed budget changes				
Transfer services (fire, electric) as drawdown progresses				
Remove JSIIDS				
Redistribute/turn-in all engineer and support equipment				
Redistribute all excess coal/fuel oil	AR 420-49			
Close sanitary landfills/ranges	AR 420-47			
Determine security requirements	AR 420-49			

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
ENGINEER (Cont'd)				
Certify condition of land prior to transfer				
Coordinate facility sales with Corps of Engineer legal office	AR 405-90			
LOGISTICS/TRANSPORTATION				
Publish policy on property accountability	Update 12			
Determine disposition of TMP	AR 58-1			
Develop augmentation plan for TMP	AR 58-1			
Coordinate cancellation of DODAAC and Supply accounts	Update 12			
Closeout SATO function	AR 55 series			
Identify additional requirements for movement of equipment/household goods	AR 55 series			
Establish single clearing house for movement request	AR 55 series			
Review portcall/PCS policies	AR 55 series			
Establish a sponsorship program in reverse				
Transfer or turn-in program for installation property	AR 210-5			

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
LOGISTICS/TRANSPORTATION (Cont'd)				
Develop policy for excess property	Update 12			
Develop plan for CIF turn-ins and closure	AR 210-5 Update 12			
Determine disposition of DA critical items (NICP)	AR 750-1			
Identify maintenance turn-in standards	AR 750-1			
Coordinate inactivation of main with installation support agencies	AR 210-5			
Classify all property	Update 12			
Review all contracts/leases for termination	AR 210-5			
Plan for disposition of classes of supply	AR 30 series AR 710 series AR 750 series			
Determine status and disposition of ISSAs, MOUs, etc				

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
RESOURCE MANAGEMENT				
Determine worst case costing	AR 37 series			
Review current dollar obligations	AR 37 series			
Adjust budget input for closure	AR 37 series			
Monitor all actions	AR 37 series			
Transfer of responsibility	AR 37 series			
CONTRACTS				
Conduct complete review of ongoing contract actions				
Determine need for BPA callers and ordering officers				
Determine need for appointment of CORs				

BASE COMMANDER'S CLOSURE CHECKLIST

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
SECURITY				
Publish policy on accountability and security of government property	Update 10-2 AR 190 series			
Establish system for destruction of classified information				
Evacuate security containers iaw current regulations				
Determine future physical security requirements (buildings)				
Determine requirement for contracted services				
Monitor closure of arms room				
Verify key control				
Monitor turn-in of sensitive items				
Determine physical security personnel requirements				
Close COMSEC accounts				
LEGAL				
Review P.L. 100-526	P.L. 100-526			
Transfer Courts Martial jurisdiction				
Ensure local UCMJ actions completed				

BASE COMMANDER'S CLOSURE CHECKLIST

[illegible]

ADDITIONAL CONSIDERATIONS
FOR OCONUS BASES

ACTION	REFERENCE	POC/ACTION OFFICER	STATUS	MILESTONE DATE
ENGINEER				
Notify host nation agencies				
Notify servicing COE to stop design work (North Atlantic Treaty Organization (NATO), Dept of Defense Dependent Schools (DODDS), etc.				
Ensure military community (MILCOM)/ DEH updates US investments on real property				
Conduct environmental analysis in accordance with MACOM environmental review guidelines				
Notify Government Rental Housing Program (GHRP) of lease termination				
Complete appropriate restationing forms and forward to servicing COE				
Transfer all environmental records, reports, analysis, surveys to gaining MILCOM				
Determine status of NATO or Combined Forces Command (CFC) conjunctively funded projects				
Complete residual value claim forms				

ADDITIONAL CONSIDERATIONS FOR OCONUS BASES

[illegible]

APPENDIX I

LIST OF ABBREVIATIONS

ACAP	Army Career and Alumni Program
AR	Army Regulation
ASA (M&RA)	Assistant Secretary of the Army for Manpower and Reserve Affairs
ASBCA	Armed Services Board of Contract Appeals
BDAAFCWF	Board of Directors of the Army and Air Force Civilian Welfare Fund
BPA	Blanket Purchase Agreement
BRAC	Base Realignment and Closure
CFC	Combined Forces Command
COE	Corps of Engineers
CIC	Criminal Investigation Command
COR	Contracting Officer's Representative
CPO	Civilian Personnel Office
DA	Department of the Army
DARSE	Department of the Army Relocation Services for Employees
DEH	Director of Engineering and Housing
DERP	Defense Environmental Restoration Program
DOC	Director of Contracting
DODDS	Department of Defense Dependent Schools
DOL	Director of Logistics
DRMO	Defense Reutilization and Marketing Office
EA	Environmental Assessment
EAC	Economic Adjustment Committee
ECA	Environmental Compliance Assessment
ECU	Economic Crime Unit
EEOC	Equal Employment Opportunity Commission
EIS	Environmental Impact Statement
ETS	Expiration of Term of Service
FBI	Federal Bureau of Investigation
FLRB	Federal Labor Relations Board
GAO	General Accounting Office
GCM	General Court Martial
GRHP	Government Rental Housing Program
GSA	General Services Administration
HAP	Homeowner's Assistance Program
HCA	Head of the Contracting Activity
IMAAP	Information Mission Area Action Plan
IPR	In-Process-Review
MACOM	Major Army Command
MAST	Medical Aeroevacuation Support Team
MILCOM	Military Community
MILCON	Military Construction
MSPB	Merit Systems Protection Board
NAF	Non-appropriated Fund
NASA	National Aeronautical and Space Administration
NEPA	National Environmental Protection Act

OEA	Office of Economic Adjustment
OMA	Operations & Maintenance, Army
OPM	Office of Personnel Management
PAC	Personnel Administration Center
PAO	Public Affairs Officer
PCB	Polychlorinated Biphenyl
PCS	Permanent Change of Station
PERSCOM	US Army Total Personnel Command
POL	Petroleum, Oil and Lubricants
PPP	Priority Placement Program
REC	Record of Environmental Considerations
RIF	Reduction in Force
RM	Resource Manager
SATO	Scheduled Airline Ticket Office
SECDEF	Secretary of Defense
SHPO	State Historic Preservation Officers
SJA	Staff Judge Advocate
TMP	Transportation Motor Pool
TOF	Transfer of Function
UCMJ	Uniform Code of Military Justice
USAHSC	US Army Health Services Command
USAISC	US Army Information Systems Command
VA	Veterans' Administration

ENDNOTES

1. U.S. Laws, Statutes, etc., Public Law 100-526. (hereafter referred to as "P.L. 100-526").
2. Secretary of Defense, Commission on Base Realignment and Closure, Report of the Defense Secretary's Commission. December 1988, p. 4.
3. John Moran, COL, Rhineberg Closure. Briefing, p. 8. (Cited with special permission of COL Moran.)
4. Moran, p. 8.
5. Moran, p. 8.
6. Office of Economic Adjustment, Office of the Assistant Secretary of Defense (Force Management & Personnel), 1961-1990 Civilian Reuse of Former Military Bases, pp. 1-14.
7. Valuable information from these sources is contained in the following pamphlets: Developing Exemplary Civilian-Military Relationships, Planning Civilian Reuse of Former Military Bases (Community Guidance Manual II), and Supplement: Planning Civilian Reuse of Former Military Bases (Community Guidance Manual XIV).
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9. AR 5-10, pp. G-1-G-11.
10. U.S. Department of Defense, Assistant to the Secretary of Defense (Legislative Affairs), Department of Defense Directive 5410.10, pp. 1-3.
11. U.S. Department of the Army, Office of the Deputy Chief of Staff for Personnel, Army Career and Alumni Program Memorandum of Instruction.
12. William H. Reno, LTG, USA, Civilian Personnel Reductions - A Commander's Guide, July 1990, p. 3.
13. U.S. Office of Personnel Management, Federal Personnel Manual, Chapter 351.
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18. U.S. Office of the Assistant Secretary of Defense (Force Management and Personnel, Memorandum, Subject: Defense Secretary's Commission on Base Realignment and Closure, p. 1.

19. U.S. Department of the Army, Army Regulation 635-200, p. 62 (hereafter referred to as "AR 635-200").

20. U.S. Department of the Army, Army Regulation 635-100, p. 17 (hereafter referred to as "AR 635-100").

21. U.S. Department of the Army, AR 635-200, p. 48.

22. U.S. Department of the Army, AR 635-100, p. 24.

23. U.S. Department of the Army, Army Regulation 608-25, (hereafter referred to as "AR 608-25").

24. Interview with Thomas Fincher, COL, U.S. Department of the Army, Washington, 8 November 1990.

25. U.S. Department of the Army, Corps of Engineers, Commanders' Guide to Environmental Management, p. 3.

26. U.S. Department of the Army, Corps of Engineers, Commanders' Guide to Environmental Management, p. 2.

27. U.S. Department of the Army, Corps of Engineers, Commanders' Guide to Environmental Management, pp. 10-11.

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